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SUBJ: FAHMY VISIT TO MOSCOW

1. SUMMARY. THE FAHMY VISIT HAS CONCLUDED IN MOST UNUSUAL FASHION WITH PUBLICATION OF A SOVIET-EGYPTIAN JOINT STATEMENT ON THE PALESTINIAN QUESTION AND A ROUTINE DEPARTURE ANNOUNCEMENT IN PLACE OF THE NORMAL AND EXPECTED JOINT COMMUNIQUE. THE CAREFULLY WORDED STATEMENT ON THE PALESTINIAN QUESTION APPEARS TO REPRESENT COMPROMISE LANGUAGE REFLECTING SOVIET EMPHASIS ON RENEWAL OF THE GENEVA CONFERENCE

WHILE RESPONDING TO EGYPTIAN SENSITIVITIES ABOUT PRECISE TIMING.

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THE EGYPTIAN EMBASSY'S MINISTER-COUNSELOR (OCTOBER 18) GAVE

US A POSITIVE ASSESSMENT OF THE VISIT'S RESULTS AND SAID THE ABSENCE OF A FINAL COMMUNIQUE HAD NO SIGNIFICANCE BECAUSE THE MAIN DOCUMENT - THE JOINT STATEMENT ANNOUNCING THE CAIRO SUMMIT - HAD ALREADY APPEARED. THE ABSENCE OF A COMMUNIQUE, NONETHELESS, MAY SUGGEST THAT THE SOVIETS AND EGYPTIANS WERE UNABLE TO AGREE ON MORE PRECISE AND EXTENSIVE AGREED LANGUAGE ON OTHER TOPICS. END SUMMARY.

2. THE CAREFULLY PHRASED STATEMENT ON THE PALESTINIAN QUESTION (PRAVDA, OCTOBER 19) APPEARS TO REPRESENT A COMPROMISE ON BOTH THE LANGUAGE REGARDING THE GENEVA CONFERENCE AND THE PALESTINIAN ISSUE ITSELF. ON GENEVA, THE STATEMENT'S AGREEMENT THAT A FULL AND FINAL ME SETTLEMENT "MUST BE ACHIEVED WITHIN THE FRAMEWORK OF THE MEPC," MEETS SOVIET INTEREST IN A REAFFIRMATION THAT GENEVA REMAINS THE VENUE FOR A ME SETTLEMENT. EGYPTIAN SENSITIVITIES ABOUT THE TIMING OF THE RENEWAL OF THE CONFERENCE APPEAR TO BE REFLECTED IN THE DELIBERATELY IMPRECISE COMMITMENT "TO TRY TO ACHIEVE (DOBITVAT'SYA) A RENEWAL OF THE MEPC'S WORK

TIMING REPRESENTS PROGRESS FOR THE SOVIETS, BUT IS PROBABLY A VAGUER COMMITMENT THAN THEY WOULD HAVE WANTED.

3. THE LANGUAGE ON THE PALESTINIAN QUESTION APPEARS TO REFLECT MAINLY SOVIET FORMULAS. REPEATING BREZHNEV'S KISHINEV PRONOUNCEMENT, THE STATEMENT AFFIRMS THE NECESSITY FOR A "PALESTINIAN NATIONAL HOME (NATSIONALNIY OCHAG)" AS PART OF A FINAL SETTLEMENT. IT CALLS FOR "INDEPENDENT" PLO PARTICIPATION AT GENEVA "ON AN EQUAL FOOTING (NA RAVNYKH PRAVAKH) WITH OTHER PARTICIPANTS"; THE LANGUAGE IS THE SAME AS IN THE SOVIET-PLO COMMUNIQUE OF AUGUST 4 EXCEPT FOR THE ADDITION OF THE AORD "INDEPENDENT," WHICH IS PRESUMABLY INTENDED TO RULE OUT ANY JORDAINIAN SPONSORSHIP OF THE PALESTINIANS. THE STATEMENT ALSO NOTES WITH SATISFACTION THE UNGA DECISION ON THE PALESTINIAN QUESTION AND EXPRESSES THE HOPE THAT THE UN WILL ADOPT A "CONSTRUCTIVE RESOLUTION" WHICH WILL FOSTER THE SECURING OF THE PALESTINIANS' "LEGITIMATE NATIONAL RIGHTS." WITHIN THE CONTEXT OF EFFORTS TO ACHIEVE A ME PEACE SETTLEMENT.

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4. THE DEPARTURE ANNOUNCEMENT (PRAVDA OCTOBER 19) PROVIDES LITTLE INDICATION ABOUT THE CONCLUSION OF THE TALKS, EXCEPT TO CATEGORIZE THE ATMOSPHERE OF THE VISIT AS ON THE "FRIENDSHIP AND MUTUAL UNDERSTANDING" A SLIGHTLY WARMER FORMULATION THAN THE "FRIENDLY ATMOSPHERE"

"

WHICH

MOST EARLIER SOVIET REPORTS USED TO CHARACTERIZE THE TALKS.

5. THE EGYPTIAN EMBASSY'S MINISTER-COUNSELOR IN CONVERSATION WITH AN EMBASSY OFFICIAL OCTOBER 18, TOOK A POSITIVE LINE ON THE RESULTS OF THE VISIT. HE SAID THERE WOULD BE NO JOINT COMMUNIQUE, BUT DISCOUNTED

THE SIGNIFICANCE OF THIS UNUSUAL DEVELOPMENT, SAYING THAT THE MAIN DOCUMENT-

MENT - THE JOINT STATEMENT ANNOUNCING A CAIRO SUMMIT AFTER THE BREZHNEV FAHMY MEETING - HAD ALREADY BEEN PUBLISHED. THE EGYPTIAN ALSO SAID THE VISIT HAD BEEN "SUCCESSFUL," SPECIFICALLY REFERRING TO THE SOVIET AGREEMENT TO BREZHNEV'S EGYPTIAN VISIT AND THE SOVIET LEADER'S "RECEPTION OF FAHMY." HOWEVER

, WHEN ASKED WHETHER THE MAIN PROBLEMS HAD BEEN RESOLVED, THE EGYPTIAN GAVE A RHETORICAL RESPONSE ASKING, "HOW CAN ALL THE PROBLEMS BE SOLVED IN ONE VISIT?" HE REITERATED, HOWEVER, THAT THE VISIT HAD BEEN A POSITIVE DEVELOPMENT AND HAD HELPED SOVIET-EGYPTIAN RELATIONS.

6. COMMENT: WHILE BOTH THE SOVIETS AND EGYPTIANS APPEAR TO BE PUTTING THE BEST FACE ON THE RESULTS OF THE FAHMY VISIT, THE CONCLUSION OF THE SOVIET-EGYPTIAN NEGOTIATIONS WITHOUT A COMMUNIQUE MAY SUGGEST THAT THE NEGOTIATORS WERE UNABLE TO WORK OUT MORE DETAILED

JOINT LANGUAGE ON SUCH TOPICS AS THE SITUATION IN THE MIDDLE EAST, THE GENEVA CONFERENCE AND SOVIET-EGYPTIAN BILATERAL RELATIONS. THE EGYPTIANS WILL CERTAINLY BE PLEASED AT ACHIEVING THEIR OBJECTIVE OF GETTING BREZHNEV TO CAIRO AND CAN WITH SOME JUSTICE CLAIM THAT THIS REPRESENTS A MAJOR SOVIET SIGNAL OF WILLINGNESS TO SEEK AN IMPROVED RELATIONSHIP. THE MAIN QUESTION, HOWEVER, REMAINS JUST WHAT THE SOVIETS HAVE SET AS THE PRICE FOR THIS MOVEMENT. IN THIS CONNECTION GROMYKO'S REFERENCE TO SOVIET "CONCRETE ACTIONS" IN HIS REMARKS OCTOBER 16 MAY SUGGEST THAT MOSCOW HAS DEFERRED ITS LIMITED OFFICIAL USE

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COLLECTION OF ACCOUNTS PENDING THE OUTCOME OF EGYPTIAN ACTIONS DURING THE COMING MONTHS. IF THIS IS THE CASE, MOSCOW WILL CERTAINLY BE WATCHING CAREFULLY FOR SIGNS THAT SADAT IS WILLING TO TAKE SOVIET INTERESTS INTO ACCOUNT AS HE MOVES THROUGH THE UPCOMING RABAT SUMMIT AND THE SECRETARY'S NEXT ROUND OF MEETINGS. IN SUM, OUR PRELIMINARY JUDGMENT IS THAT THE SOVIETS HAVE OFFERED A CONCRETE GESTURE TO CAIRO BY ACCEPTING A CAIRO SUMMIT, AND HAVE NOW PLACED THE RESPONSIBILITY FOR FURTHER MOVEMENT ON IMPROVING THE RELATIONSHIP BACK IN SADAT'S HANDS. STOESEL

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